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The great majority of the first year probationers have bank accounts of from \$100.00 and over. These young men are full of industry, and all they need is a little direction. Go back to the former system, picture these young men coming from the penitentiary, depressed and disheartened, facing a new world, branded as convicts and criminals; watch them and you will see many travel the circle which leads back to the penitentiary on second offense, and then practically all hope is gone and society has suffered a great loss, first in the loss of its citizen, and second the injury to others because of the crime he committed.

In our probation cases no probationer is turned back upon the community without first giving him employment; the probation officer assumes control of the young man's earnings; a heart to heart talk is had with him, his environment is looked into, he is sent to evening school and the library, his earnings are strictly accounted for, his habits of daily life are carefully noted, and of the 1,668 probationers now working in this city of Milwaukee, every employer will be ready to give any one of them a recommendation, such as he never received before. . . .

During the past few years we have taken charge of the father who abandoned his family, with a view of reconstructing him and returning him to his home. I know of no class of cases which has given the department so much trouble as the abandonment cases. In many instances they have exhausted the patience of the probation officer. I am unable to describe the condition of most of these men as to appearance and state of mind when they are brought before the court. Dissipated, physical and mental wrecks, a class that would ordinarily be consigned to the human scrap-heap. I have no sympathy or mercy for the man who abandons his wife or children. To see innocent little children in a half-starved condition, suffering because of want and lack of care, is enough to induce the average judge to impose the maximum prison sentence.

Patience is a virtue; the judge should be tolerant. If the father can be returned home; if he can be made to understand that the fireside with his wife and children is the brightest and best place in the world; if he with the guidance of the probation officer will rebuild himself and the home, then we have not only reconstructed but we have added a unit which makes for the building of the community and state.

We have now over nine hundred men who have abandoned their families. At the present moment only seven are out of employment; the rest are working, and at home. The probation officer controls both his employment and earnings. In the past year the lowest wage was \$76.00 per month, and the highest \$300.00; a total earning capacity of \$960,000 per month, or \$1,800,000.00 per year.

I have often been asked the question, "Is it worth while"?—Yes it is. The result speaks for itself.—Hon. A. C. Backus, of Milwaukee, in the *Marquette Law Review*.

#### PENOLOGY

**Recommendations on Disciplinary Regulations, Adopted by Washington Conference, Approved by Mr. Baker.**—Following is a statement from Secretary of War Baker together with recommendations relating to military

discipline recently adopted by the Conference on Disciplinary Conditions in Washington (from *The Official U. S. Bulletin*, Feb. 14, 1919) :

## TEXT OF MEMORANDUM

February 11, 1919.

Memorandum for the Adjutant General:

I have examined the recommendations submitted to me on the 7th instant by the Conference on Disciplinary Regulations and approve each such recommendation in principle. It is evident that the effective carrying out of certain of the recommendations will depend upon provision being made for the necessary personnel and funds. Such cases I desire you to bring in proper form to the attention of the Chief of Staff for study and recommendation by the appropriate committee of the General Staff as to changes in the tables of organization, and, if necessary, the recommendation of suitable legislation.

Recommendations I to VIII, both inclusive, XV, and XVI may be put into effect as fully as present facilities will permit, as soon as the recommendations are embodied in suitable military orders and such orders are approved by the Chief of Staff. The formulation of recommendations IX and X should be preceded by a study of the principle involved, to be made under the direction of the Chief of Staff by an appropriate branch of the General Staff.

Recommendation No. XIII needs no action on your part, but should be made part of the records of the conference.

In the formulation of recommendations I, III and IV, kindly consult the Surgeon General of the Army, of IV, VI, XI and XVI, similarly consult the Judge Advocate General; in V and VI, the committee on education and special training of the General Staff; and IV and XV, the morale branch of the General Staff.

## THE RESOLUTIONS

The resolutions as adopted by the conference and approved in principle by me read as follows:

I. It is recommended that the Adjutant General, under authority now vested in him by law, should proceed at once to establish the co-ordination required between the United States disciplinary barracks and its Atlantic and Pacific branches.

II. It is recommended that, in order to reduce disciplinary cases by preventing the enlistment of men adjudged to be probably incapable of conforming to Army discipline, and by providing special attention after enlistment for doubtful or border-line cases, psychiatrists be placed on duty at recruit depots, depot posts or other places where recruits congregate in any considerable number; psychiatrists so placed to have had all necessary training for their work, to be allowed adequate numbers to work under the official control of a chief psychiatrist, to have a sufficiently uniform and accepted method of procedure, and necessary clerical help, these and other things necessary to be provided for in Army reorganization understood to be pending.

The duty of these officers to be the exclusion from the service of those applicants determined to be definitely unfitted morally or mentally and to mark for future special attention by commanding officers, morale officers, and others concerned all doubtful or borderline cases for enlistment.

The chief psychiatrist mentioned above to be a medical officer suitably qualified, detailed to have professional control of psychiatric and sociological work at United States disciplinary barracks and at branches and recruit depots, depot posts, or other places where recruits congregate in considerable numbers, this officer to function under a plan of administration to be approved by the Adjutant General.

At places other than recruit depots and depot posts where so small a number of recruits congregate as to make unnecessary the detail of a psychiatrist, the psychiatric work to be taken care of by the regular medical force, under such special instruction as they may need.

III. It is recommended that the necessary psychiatric and sociological work be continued at the United States Disciplinary Barracks and its branches under professional control and co-ordination of the chief psychiatrist mentioned and provided for in Recommendation II, Sub-paragraph I above.

IV. It is recommended that reviewing authorities in taking action on court-martial trial should have the benefit of a psychiatric study of the individual as is now done at the United States Disciplinary Barracks, as soon as it is practicable to bring this about.

V. It is recommended that vocational training be features under general supervision of the chief psychiatrist mentioned and provided for in Recommendation II, Subparagraph I above, at the United States Disciplinary Barracks and its branches to the end that the "hard labor" given to each prisoner shall be in reality wherever possible a course of work eventuating in his leaving the place of his confinement with some useful knowledge acquired during confinement.

VI. It is recommended that the opportunities for schooling in the Disciplinary Barracks and its branches shall be largely increased and large additions made to their libraries, especially in technical books; that the school system be inaugurated and extended to include the necessary personal equipment, and that courses be so arranged that prisoners may take what amounts to correspondence work within the walls; that on recommendation of the commandant moderate remission of sentences to make possible a slightly earlier parole should be granted to prisoners who successfully complete courses of real value; that special attention to day schooling be given for those that are clearly deficient or totally lacking in common-school branches, they being excused from some part of the day's labor when necessary; that the school system adopted shall conform in general outline to any course of instruction which may be adopted for the enlisted men of the Army.

VII. It is recommended that a definitely planned and properly manned employment department, under supervision of the parole officer, should be made a part of each disciplinary barrack organization. That this department should be organized to secure proper employment for all discharged prisoners who desire it; that it should be instructed not to attempt to influence discharged prisoners to accept any certain line of employment, and to act only on request of the prisoner.

VIII. It is recommended that the Adjutant General and the commandants of the disciplinary barracks and its branches place before the Secretary of War the necessary steps, if any, to be taken to promote the efficiency of the disciplinary battalions.

IX. It is recommended that special detachments with company or batal-

lion organization under selected officers and non-commissioned officers be formed; that to these organizations there be assigned, on restoration to duty, those border-line cases which could not now be safely restored because it is felt that they are not fit risks for regular units. It is believed that in special units of this kind these men would succeed, and that these special units will pay if the United States is to have an Army of 300,000 or more men. In such organizations it is believed that the specially selected officers and noncommissioned officers in charge of these units would be an exceedingly important feature.

X. It is recommended that if special units are formed, as recommended in the preceding paragraph, an order be issued directing the restoration to duty of certain types of men on recommendation of the commandants, even though these men may themselves not ask for restoration.

XI. It is recommended that soldiers dropped from the rolls as deserters who voluntarily surrender three months within time of desertion will be sent if practicable to the disciplinary barracks for trial. If convicted and sentenced, and the report of the psychiatrist is favorable, the reviewing authority should, if he deems wise in any instance, commute the sentence to three months' confinement with a view to the immediate assignment of such soldier to the disciplinary battalion.

XII. It is recommended that, with a view to throwing further light upon the problems of disciplinary control, commandants be authorized in their discretion, on the advice of the senior psychiatrist on duty at their barracks, to work out and try experimental methods of treatment of recalcitrant prisoners other than those at present in use, and to report the results to the Adjutant General, provided specifically that such new methods shall not be inconsistent with the spirit of paragraphs 344 and 345, Manual for Courts Martial, 1917, and other paragraphs in law or regulations, and other publications of the War Department of the same purport or intent.

XIII. It is recommended that the steps already taken by the Judge Advocate General and now proceeding with all possible speed be regarded as the best basis upon which to go forward in the direction of equalization of the sentences of military prisoners and the exercise of clemency in suitable cases. This is believed to be an important factor in the betterment of disciplinary conditions at the present time.

XIV. It is recommended that the morale section, General Staff, or other suitable agency of the War Department shall receive from the disciplinary barracks, guardhouses, or other places having forces, a report on a properly prepared form in the case of each soldier who is separated from the military service other than by death or by honorable discharge, and shall be instructed to file them and study them critically, communicating the results of the study to the service from time to time.

XV. It is recommended that provision be made for extending "morale work" to all units of the Regular Army in time of peace by one or all of the following named methods:

- (a) Special morale work where necessary.
- (b) Instruction of officers and noncommissioned officers in morale work.
- (c) Consideration as a part of morale work of what changes are required, if any, in rules, regulations, or other matters affecting the daily life

of enlisted men in order to remove such as are tending toward deterioration in morale.

The following recommendation, although it had received unanimous indorsement of the subcommittee failed of consideration by the conference as a whole because of lack of time. If, however, it meets with the approval of the Judge Advocate General, I should be glad to have it follow the same course as the foregoing received.

XVI. It is recommended that, subject to the opinion of the Judge Advocate General as to the absence of any legal obstacle, section 339, Manual of Courts-Martial and appendix 10, Forms for Action of Reviewing Authority, Manual of Courts-Martial, be so amended that the reviewing authority does not make a final designation of the place of confinement, but designates the Disciplinary Barracks as the provisional place of confinement, subject to final action to be taken within 90 days by the commandant of the disciplinary barracks, making the final designation as the place for confinement either the Disciplinary Barracks or a Federal penitentiary.

I hand you herewith the papers of the conference which have come to my desk for your assistance in formulating the necessary regulations and thereafter for filing.

NEWTON D. BAKER,  
Secretary of War.

#### MISCELLANEOUS

**A Study of the Boys in the Municipal Court of Chicago.**—(Bulletin of the Department of Public Welfare, City of Chicago, Vol. 2, No. 4, 1919. Department Serial No. 9.)

We have just received from Mrs. Louise Osborne Rowe, Commissioner of the Department of Public Welfare in Chicago, a pamphlet of 39 pages under the above title. The Department of Public Welfare includes a Bureau of Surveys, and the present study was made by Dr. Frank Orman Beck, Acting Director of the Bureau. Miss Mabel Gregg, Investigator in the Bureau, co-operated with him in this study. The emphasis is upon recidivism.

The Boys' Court of Chicago is a branch of the Municipal Court. It was organized on March 18, 1914, and has a history, therefore, covering five years. During the first year more than 10,000 boys came before this branch. During the second year, nearly 8,000; during the third year, over 6,000; during the fourth year, almost 8,000; during the fifth year the total number of cases mounted to over 8,000. The investigators attribute this large increase to the unusual social conditions growing out of war, and preparation for war. The investigation covered the first four years of the life of the Boys' Court. During that period 5,096 first offenders appeared before the court. These were first offenders as far as court records show.

The most significant portion of this admirable report is that which relates to the repeater. During the first two years of the history of the Boys' Court there were 10,416 cases heard, and of these there were 1,027 repeat cases representing 694 individual repeaters. In other words, the 694 individuals were arraigned 1,027 times; an average of 1.5 times each. There follows a table showing the distribution of recidivists compared with first offenders. In Precinct No. 27, with a population of 20,899, there were 881 complaints against adults, yet there were but 71 boy offenders, a small number owing to the fact